



CHAPTER 1

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Camping at Payette Lake. Photo courtesy of the Idaho State Historical Society

**PARK
AND RECREATION PLANNING
AND DEVELOPMENT
IN IDAHO--
AN OVERVIEW**

Authority

In 1965 the Idaho State Legislature enacted legislation creating the Idaho Department of Parks and Recreation (IDPR). The legislation reads, in part:

It is the intent of the Legislature that the Department of Parks and Recreation shall formulate and put into execution a long range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged.

The Park and Recreation Board is responsible for administering, conducting and supervising the IDPR. The Legislature has given the Board the power to:

- Make expenditures for the acquisition, care, control, supervision, improvement, development, extension, and maintenance of all lands under the control of the department.
- Appoint local or regional advisory councils to consider, study, and advise the department in the development, use and maintenance of any areas to be considered as future park

sites.

- Cooperate with the federal government and local governments of the state for the purpose of acquiring, developing, extending or maintaining lands which are designated as state parks.

- Construct, lease or otherwise establish public park or recreational facilities and services, and charge and collect reasonable fees to operate these facilities and services.

- Apply to any appropriate agency or officer of the federal government for aid from any federal program respecting outdoor recreation, and obligate the state regarding the responsible management of any federal funds transferred to it for the purpose of federal enactment.

Policy

The Park and Recreation Board has established operational policies to guide the IDPR staff in the acquisition, planning, development, and protection of land for public outdoor recreation use. They are as follows:

Acquisition. Acquisition of recreation lands is vital to the state park system and should occur in tandem with the needs of a growing population. Public use of these acquired areas should be made possible as soon as the department is able.

Planning. Few responsibilities of a state park system are more important than planning. To ensure peoples' recreating needs will be met by the state park system, there should be current and advance planning for recre-

ation facilities and services. Such planning shall follow *The Planning and Development Process* document adopted by the Board. Planning shall be in conformance with the supply, demand, and needs as outlined in the Idaho Statewide Comprehensive Outdoor Recreation Plan (SCORP).

A state-park classification system has been adopted to aid in the proper planning, development, and management of park lands. Five classifications have been defined: Natural, Recreational, Historical, Cultural, and Off-Road Vehicle.

In all stages of planning and in the allotment of priorities, the use of existing water-based areas for recreational development shall be emphasized.

The department shall plan for appropriate conservation-education facilities and activities that will enhance the public's use and enjoyment of the system.

The department shall plan for creative and informative interpretive programs. In the planning, development, and implementation of interpretive programs, the department shall identify and emphasize the values which are of primary importance for each park.

Development. Services and facilities shall be in accordance with the general development plan and classification for use and development of each park. Considerations for facilities and service shall be:

1. Within the park system, provision shall be made for a wide range

of interests and activities enjoyed by Idaho residents and tourists.

2. Each park will be developed for as many activities as is consistent with its classification, and will be managed to insure the wise use, and protection of the facility or resource.

3. To allow full park use by individuals who may or may not own recreational equipment, IDPR may consider the rental and sale of items appropriate in parks.

4. Park facilities developed to facilitate service and provide recreational opportunity shall be architecturally suited to the theme and purpose of the park.

5. No facilities or services shall be permitted within a park which encourages or contributes to rapid deterioration of the park environment or adjacent property.

Protection. Lands acquired for the state park system should remain dedicated to that use and protected against exploitation.

Goals

SCORP has established long-range planning guidelines which help IDPR in the development of outdoor recreation programs. The SCORP identifies six goals for the implementation of outdoor recreation programs:

1. Ensure that Idahoans and visitors continue to have adequate amounts of quality outdoor recreation opportunities with special emphasis on urban centers.

2. Maintain, identify, and protect outstanding examples of Idaho's natu-

ral, cultural, recreational, and historical resources for the future enjoyment of Idahoans and visitors.

3. Enhance Idaho's outdoor recreation environment.

4. Encourage nonconsumptive energy-related outdoor recreation programs.

5. Ensure the provision of a full range of environmental interpretation services.

6. Ensure that outdoor recreation programs and development are compatible with land-use policies and resource limitations in Idaho.

In addition to these goals, IDPR has adopted three goals related to energy, life-cycle costing, and revenue-generating recreation facilities.

Innovation and new technology in energy conservation relative to park and recreation areas and facilities. This would include project elements that would demonstrate innovative and cost-effective on-site generation of energy in forms which are not dependent on extractive fuels (e.g., solar hot-water systems and active solar-heat systems). It also includes project elements which demonstrate innovative and cost-effective methods of conserving energy through the design of sites and buildings (i.e. the use of natural features such as the sun, wind, landscaping, and topography to passively heat, cool, and illuminate.

To initiate life-cycle costing as a technique whereby the long-term maintenance and operating costs of a building or product are considered in

addition to its original purchase price or construction costs.

To develop revenue-generating recreation facilities. Operating budgets for all Idaho state agencies, including IDPR, are limited. For IDPR, it means increasing difficulty in fulfilling the growing demand and need for recreational facilities and services. To combat current economic trends--budget limitations and inflation--IDPR has suggested that recreation facilities capable of generating revenue be developed to supplement or sustain operating budgets.

**PRELIMINARY POLICY
STATEMENTS:
PONDEROSA STATE PARK
GENERAL DEVELOPMENT
PLAN**

Introduction

Prior to beginning the planning process, the following policy statements were developed to guide participants, outline planning goals, establish limits, and to provide a yardstick to measure the success of the final product:

1. The General Development Plan will follow the IDPR *Planning and Development Process Guidelines* and be consistent with all policies adopted by the Park and Recreation Board.

2. The GDP will comply with the provisions of the Valley County and McCall city comprehensive plans and land-use/development ordinances.

3. A Citizens' Advisory Committee will be an integral component of the

planning team. Public participation will be encouraged during the planning process.

4. The GDP will inventory the existing natural systems within the parks' boundaries to determine the limitations and opportunities presented by the site.

5. The GDP will establish the classification of the park using the criteria outlined in *The Classification System for the Recreational Resources in the State of Idaho*.

6. The GDP will identify and promote recreational activities, compatible with the park's classification, that address Region Three recreation needs as identified in the 1990 SCORP.

7. The GDP will protect the outstanding examples of mature ponderosa pine and preserve the Payette Peninsula Natural Area designated by the Park and Recreation Board.

8. The GDP will recognize the relationship between the park and the city of McCall, and be sensitive to the needs of the park's host community.

9. The GDP will analyze and respond to the growing recreational demand exerted upon Payette Lake.

10. The GDP will provide future development and

management direction.

11. The GDP will establish a park design theme, and provide a construction cost estimate based upon a phased acquisition and development program.

12. The GDP will include an interpretive prospectus which will identify interpretive opportunities, outline major topics, and present a program for implementation.

SUMMARY OF PUBLIC INPUT

McCall Public Workshop

In March 1992, 48 concerned citizens and 11 IDPR staff members gathered at the McCall Smokejumper Base to participate in the Ponderosa General Development Plan public workshop.

IDPR Director Yvonne Ferrell and five members of the IDPR staff traveled from Boise to participate in the process. Ponderosa State Park Manager Dennis Coyle and several park employees were there to respond to questions.

Walter Dunn, team leader from the University of Idaho, College of Forestry, Wildlife and Range Sciences, spearheaded the three-member U of I contingent that donated their time to serve as facilitators. Issues, concerns, and opportunities were identified and prioritized during the two-hour workshop.

Members of the general public cast 402 votes to prioritize the issues of greatest concern. IDPR personnel did not participate in the voting. The following concerns received the most votes:

- 161 votes (40 percent) voiced concern about the potential for over use and over development of the park, and

PUBLIC MEETING TO ADDRESS:

Issues and concerns involving Ponderosa State Park as the park drafts its 20-year plan.

Monday, March 30

6:45 to 7:00 P.M. View maps and charts.

7:00 P.M. Meeting starts promptly.

McCall Smokejumper Loft Conference Room

SUBJECTS TO BE ADDRESSED:

North Beach
Peninsula Section
Lakeview Village
Other Issues



For more information contact
PONDEROSA STATE PARK
634-2164

PAGE 7 THE STAR NEWS - THURSDAY, MARCH 19, 1992

Ponderosa sets meeting on development plan

The public will get a chance to comment on the future of Ponderosa State Park at a public meeting set for Monday, March 30.

The meeting on the park's general development plan is set to begin at 7 p.m. on March 30 at the McCall Smokejumper Base on Mission Street. Early arrivals will get a chance to view maps and charts to be displayed.

The comments received that night will help park officials draw up the development plan, which is intended to guide the park for the next 20 years.

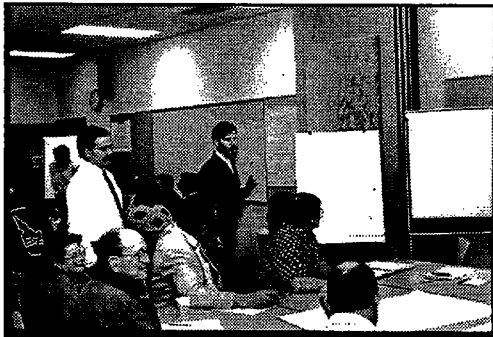
Ponderosa State Park not only

includes the main peninsula located northeast of downtown McCall, but also North Beach at the end of Payette Lake and Lakeview Village, which the park has recently leased from the Idaho Department of Lands.

Those who cannot attend the meeting should send their comments in writing to GDP, Ponderosa State Park, Box A, McCall, ID 83638. Comments should include name, address and telephone number. Comments without names will not be considered.

For more information on the public meeting or the proposed plan, call 634-2164.

This news release appeared in the McCall Star-News about 10 days prior to the public



Ponderosa Park Manager Dennis Coyle (standing, left) and Ranger Rich Taplin (standing, right) assist with the public workshop in McCall.

emphasized resource protection, conservation, and restoration.

- 85 votes (21 percent) expressed the need for more park-land acquisition in the area, continued park expansion, and the purchase of existing in-holdings.

- 66 votes (16 percent) addressed concern about resource deterioration at the North Beach Unit and proposed construction of adequate user facilities there.

- 41 votes (10 percent) voiced the desire for continued IDPR management

of Lakeview Village, and eventual acquisition of the facility by IDPR.

- 31 votes (8 percent) centered on lake and river issues-- access, user conflict, noise--and supported limitation of the river to nonmotorized watercraft.

- 25 votes (6 percent) supported the establishment of mountain bike trails on the peninsula.

The complete list of prioritized issues and concerns, and the tabulation of voting results are outlined in Table 1.1 and 1.2.

Citizens' Advisory Committee

Public involvement is being increasingly recognized as a necessary foundation to good planning; and people need to participate in all stages of the planning process for it to be responsive to their needs.

In February 1992, a 13-member Citizens' Advisory Committee was as-

Citizens' Advisory Committee at "kick-off" picnic at Ponderosa day-use shelter.



P U B L I C M E E T I N G R E S U L T S

Points Awarded	% of Total	ISSUES AND CONCERNS
49	12.2	All want State Parks to acquire as much land as quickly as possible.
39	9.7	Integrity of the park maintained.
29	7.2	Protection of park from over-use/over-development.
29	7.2	Keep park from being over-run/over-used.
25	6.2	Development of off-road Mtn. bike paths in an ecologically sound manner.
23	5.7	Protect (accommodate) Lakeview residents (natural expansion of the park).
19	4.7	Preservation of natural features & ecological process.
18	4.5	Parking at North Beach reforestation & bathrooms & firepits if it remains a camping area.
16	4.0	Wild/development (separate pristine & use).
15	3.7	Keep Lake View Village with IDPR.
13	3.2	Developing N. beach of Day Use (toilets, tables, garbage cans).
13	3.2	Lakeview Village 19 acres managed for wildlife habitat - put in trail.
13	3.2	Natural resource. Don't deteriorate & begin restoration, e.g., N. Beach.
11	2.7	More boat-free swimming zones especially N. Beach.
8	2.0	Work toward full State Park ownership of entire park (Peninsula) including leased lands.
8	2.0	Keep forest as forest, marsh as marsh.
7	1.7	N. Beach (sanitary facilities) wetland problems, boat launch, erosion control.

Tables 1.1 shows the tabulated results of the McCall public workshop held in March, 1992.

P U B L I C M E E T I N G R E S U L T S

Points Awarded	% of Total	ISSUES AND CONCERNS
6	1.5	All access to Payette Lake regulated by State Parks.
5	1.2	Continue expansion of park & acquire in-holdings.
5	1.2	More programs to educate public about ecological responsibility and behavior.
5	1.2	Public access to the lake.
5	1.2	Speed limit for motorized traffic (boat, skis).
5	1.2	Park remain a quiet place to be. Stop developing park - like development point. Be on beach without noise.
4	1.0	Prohibit motorized watercraft on the river.
4	1.0	Access to highways.
3	.74	Boat landing (motor, canoe, sail) for picnicking.
3	.74	Swimming and noise control of motorboats and jet skis.
3	.74	How will Lakeview Village be managed.
3	.74	Develop formal group camp facilities.
3	.74	Sanitation problem @ North Beach - establish campground restroom facilities.
2	.50	Improve Visitor Center facilities and services.
2	.50	Improve road surfaces (smooth).
2	.50	Conservation of riparian & wetlands.
2	.50	Limit motorized boat traffic (boat, skis).
2	.50	Manage user conflict (water related).
1	0.25	Protect natural resources at N. Beach.
1	0.25	Pedestrian bridge across river @ N. Beach.
<u>1</u>	<u>0.25</u>	Proper mix of use (Water Ski vs. Swimming.
402 pts.	100.00	

Table 1.1, continued

sembled to assist IDPR's Development Bureau staff identify issues of concern to Ponderosa State Park and formulate potential solutions. A series of six Advisory Committee workshops were conducted.

The value of the committee's input cannot be over-stated. Many of the proposals presented by this group were implemented during the Preferred Alternative Selection Process.

Park Manager Insight

Since IDPR assumed operation of Ponderosa State Park in 1965, the park's management has been entrusted to five park managers. In an attempt to capture their cumulative insight, each former manager was asked to prepare a statement outlining their personal concerns about the park and its future. This historic perspective was solicited to help set the stage as additional public involvement was sought at the outset of the planning process.

Herman Koppes - 1966 to 1969

When we started rebuilding the park, it was a shambles, garbage everywhere, dirty toilets, no water, and not too many campers. During the 1966-67 years, through new construction and hard work, we changed the parks image to that of a beautiful place to rest and enjoy the scenery.

Gene Eyraud - 1969 to 1977

Ponderosa is uniquely situated in a transition ecological zone, in close proximity to both arid desert types and high alpine tundra types. This transi-

tion zone is characterized by the great profusion of vegetation in the park; and one of the few places it is easily accessible. This is why the University of Idaho established their Forestry Summer Camp on Payette Lake.

It is a rarity to see such large trees in their natural setting so close to civilization yet spared from the harsh impact of modern man. The scientist who helped establish Lily Marsh as a Natural Area had evidence that domestic animals also have had no impact on the area.

Because of the heavy use by urban visitors, an environmental ethic needs to be taught through a better understanding of the environment; depicting people as a part of it, rather than separated from it. I realize that the heavy use is demanding on the park staff, but environmental education should grow in step with the park's attendance.

Several specific concerns of mine:

1. We should be running a group environmental camp.
2. The Nazarene Church camp site should be acquired.
3. Cabin sites in or close to the park should be purchased and removed.
4. The campground shoreline should be rehabilitated from erosion.
5. The camp sites close to the shore should be removed.
6. The vault toilet in Aspen loop should be removed.
7. The program area is in a poor location. In 1975 the staff found a

natural bowl near the present program area surrounded by dense forest that could be developed and would be a natural amphitheater with no outside noise interference.

The above falls into the for-what-it's-worth category; I realize some of the suggestions are not possible in the real world.

Rick Cummins - 1977 to 1986

Ponderosa State Park will always hold a special place in my heart. The peninsula holds a wide array of natural beauty from large trees, lily ponds, to wondrous expansive views from the basaltic ridges. The variety of plant life found in the park, with very little intrusion by invader species, is most impressive. The true natural condition of the vegetation along the basaltic ridge warrants some very special attention.

I realize that recreation issues will be a driving force with much of the public in this planning process, I just hope special consideration is given to the fact that Ponderosa State Park is a very unique place, containing some of the highest numbers of plant species recorded on a site this size.

Dennis Coyle - 1989 to present

No other place that I have worked has been as ecologically diverse and aesthetically pleasing- while offering the numerous recreational opportunities of Ponderosa State Park. It is truly unique. The challenge of managing this park can be simply stated as finding the balance between protecting its uniqueness and providing an opportu-

nity for the public to experience it. This balancing act will become much more difficult as demands on the resource continue to increase.

The park manager and staff of Ponderosa have a duty and a tradition to uphold that is over 100 years old. The significance of this piece of land has been apparent to all who have managed it. It is our duty to ensure that the uniqueness is protected; it has been a tradition to leave the operation in a position that fosters its continued success. Both have been accomplished to date and the skill and abilities of the Idaho State Park Managers I have followed is obvious.

Public Open House Presentations

During December 1993, two public open house meetings were conducted to provide the public with an opportunity to review and comment on the final draft of the Ponderosa General Development Plan. Prior to the open house in McCall, Park Manager

This news release ran in The Idaho Statesman prior to the open house in Boise.

• 2C Thursday, December 9, 1993 •

METRO

PARKS OFFICIALS INVITE PUBLIC TO DISCUSS MC, CALL PLAN: The Idaho Department of Parks and Recreation will host an open house to allow review and comment on the proposed general development plan for Ponderosa State Park near McCall. The open house is scheduled from 10 a.m. to 8 p.m. Tuesday at the department headquarters, 7800 Fairview Ave., Boise. Copies of a summary brochure outlining the plan will be available, and department personnel will respond to questions and comments. For more information, contact Dave Okerlund at 327-7444.

Flyer posted in McCall to inform citizens about the public meeting.

PONDEROSA STATE PARK
PUBLIC OPEN HOUSE
 for the purpose of final public review of the
GENERAL DEVELOPMENT PLAN
 FOR
PONDEROSA STATE PARK
including
NORTH BEACH
and
LAKEVIEW VILLAGE

WHERE: PONDEROSA STATE PARK VISITOR CENTER

WHEN: TUESDAY, DECEMBER 7, 1993

TIME: 10:00 A.M. TO 8:00 P.M.

**IDAHO DEPARTMENT OF PARKS AND RECREATION EMPLOYEES
 WILL BE AVAILABLE TO ANSWER ANY QUESTIONS OR
 CONCERNS YOU MAY HAVE.**

**FOR FURTHER INFORMATION PLEASE CONTACT: PONDEROSA
 STATE PARK, 634-2164.**

Dennis Coyle distributed copies of the GDP Summary Brochure and posted flyers throughout the local community inviting the public to attend the meeting.

The first open house was held at the Ponderosa State Park visitor center; the second was held at IDPR Boise headquarters. Public notices were published in the Star-News in McCall and The Idaho Statesman in Boise.

Although both events were staffed from 10 a.m. to 8 p.m., attendance was light. Fifteen people came to the events. Copies of the *GDP Summary Brochure* were given to all who attended. This summary, in conjunction with the preliminary draft plan and aerial photographs of the park, was used to present the proposed concepts.

The majority of the comments were supportive of the plan. One couple questioned the reduction of

campsites on the peninsula campground and the value of the proposed commons area. Local cross-country ski enthusiasts proposed installing lighted tracks to facilitate nighttime cross-country skiing in the park. The canoe rental concessioner at North Beach petitioned for the retention of the lagoon and for the elimination of motorized boating from the river.

Two landowners adjoining the proposed long-term RV campground at Lakeview Village expressed specific concerns regarding the design of the conceptual site plan presented in the preliminary draft document. An owner of one of the eight private summer homes (adjacent to "C" loop and identified for future acquisition) requested that these acquisitions be deleted from the final general development plan.

Subsequent to these open-house presentations, IDPR received several letters of comment from open-house attendees and others. These letters appear in Appendix B of this document.

Associated Planning Documents

The *Ponderosa General Development Plan* is not a stand-alone document. It must operate within a larger framework and cannot be developed in a planning vacuum. Adjoining lands and waters, and the park itself, lie within the jurisdiction of governing bodies with planning documents already in hand. Successful implementation of the development proposals and management policies outlined in this plan can be assured only if they

are in concert with those previously formulated. In the park environs, land use, land management and water quality fall under the jurisdiction of the following governmental bodies:

Valley County. Land situated outside the McCall city limits is under the jurisdiction of the Valley County board of Commissioners. The vision of the future of Valley County is presented in the *Valley County Comprehensive Plan*; land use is regulated by the Valley County Zoning Ordinance.

City of McCall. Land lying inside the McCall city limits is under the jurisdiction of the McCall City Council. Land use is regulated by the City of McCall Zoning Ordinance.

Idaho Department of Lands. Management policies for all land below the ordinary high-water mark of Payette Lake, all school endowment lands and all other properties owned by the Idaho Department of Lands is outlined in the draft *Payette Lakes State Forest Land Use Plan, 1992*.

McCall Parks and Recreation Master Plan 1993-1998

The city of McCall has prepared this plan to guide their recreational program. The plan states their philosophy and outlines their strategies for park funding, development, programming and maintenance.

Payette Lake Water Quality Management Plan

A water quality management plan for Payette Lake is currently being developed. The intent of the plan is

to safeguard the lake and its watershed from deterioration caused by expanding development and use. Further details regarding the development and objectives of this plan are provided in Chapter Two.

In an attempt to assure compliance, compatibility and a coordination of effort, the proposals outlined in this plan were formulated with the goals, objectives and regulatory policies in the previously mentioned documents in mind.

Excerpt from Valley County Comprehensive Plan

Recreation Potential

Valley County has traditionally had an agriculture-lumbering economy. Only recently has the potential for a recreation-based economy made itself apparent. The recent trend of Americans having more leisure time and money combined with the county's natural beauty and closeness to a growing urban area created, almost overnight, a new sector for economic growth. Already the county is experiencing rapid recreation, home and subdivision development, increased population, growth of recreation-related industries and a change of life-style. Although the county is rich in natural recreational resources, it is unlikely that it is yet able to fully capitalize on the growing tourist and recreation market. As the population and tourism grows, the demand for recreation facilities will increase, causing a strain on the existing facilities and decreasing the quality of the natural areas being used by the public. Therefore, an effort should be made to coordinate recreation planning in the county to promote the development of needed recreation facilities and to set aside unique areas from development of any kind. It would be unwise to invite more tourists into the area than there were campgrounds to accommodate them; to permit subdivision development to reach such a point that the public has no access to the lakes and rivers; to have overcrowded and dangerous snowmobile trails; or to let recreation reach such a point that it disturbs the peace and private property. Recreation planning, in the case of Valley County, is essential and must be closely tied in with land-use planning.